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FINANCING OF THE UNITED NATIONS PROTECTION FORCE

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) has considered the report of the Secretary-General on the financing of the United Nations Protection Force (UNPROFOR) (A/48/690/Add.3). The representatives of the Secretary-General introduced the report and provided additional information. Of particular benefit to the Committee was the presence of the representatives of UNPROFOR - the Chief Administrative Officer of the operation who was assisted by the Budget and Administrative Officer, the Chief of Integrated Support Services and the Chief Engineer. The UNPROFOR team also provided the Committee with a substantial amount of additional information and clarifications of the administrative and substantive objectives of the operation.

2. The introduction in paragraphs 1 to 12 to the report of the Secretary-General provides background information on the development of the operation. The Secretary-General has not included information indicating the extent to which expansion of the mandate has effected the operational plan. Established by the Security Council in its resolution 743 (1992) of 21 February 1992, the operation's original mandate has been enlarged by 14 separate decisions of the Security Council. As stated in paragraph 1 of the report, the current mandate of the operation was extended from 1 April to 30 September 1994 by Security Council resolution 9008 (1994) of 31 March 1994. By that resolution the Security Council also authorized an increase of UNPROFOR military personnel up to 3,500 additional troops, 20 military observers, and 20 civilian police. By its resolution 914 (1994) of 27 April 1994, the Security Council decided to increase UNPROFOR military personnel by up to 6,500 additional troops, 150 military observers and 275 civilian police monitors, in addition to the reinforcement already approved in its resolution 908 (1994).

3. Part IV of the report of the Secretary-General provides information on the Trust Fund for the Common Costs of the Bosnia and Herzegovina Command, the Trust Fund for Assistance to the Office of the Special Representative of the Secretary-General for the Former Yugoslavia to which an initial contribution of $330,000 was received, and the Trust Fund for the Restoration of Essential Public Services in Sarajevo. In respect of the latter Trust Fund, the Committee was informed that a pledging conference is to be held in New York on 29 June 1994. As stated in paragraphs 23 and 25 of the report, both active trust funds were established in March 1994. Upon enquiry, the Advisory Committee was informed that these trust funds are subject to programme support charges at the standard rate and that their terms of reference will be provided to the Committee in accordance with the Financial Regulations and Rules.

Financial administration

4. Part V of the report, entitled "Financial administration", contains in paragraph 27 a proposal that the General Assembly should decide that the special financial period of UNPROFOR be for a period of 12 calendar months, that is, from 1 April of one year and ending 31 March of the next year, effective 1 April 1994, subject to the continuation of UNPROFOR by the Security Council. In this connection, the Committee recalls its view reflected in paragraph 42 of report A/47/990 regarding the establishment of financial periods of 12 months for peace-keeping operations:

> "this approach may be particularly suited to operations which have a stable pattern. Such an approach would not conflict with the separate arrangements for defining the mandate period and would not lead to annual assessments since Member States can only be assessed for the period of an existing mandate ... The Committee requests the Secretary-General to consider all the implications of this approach and the modalities for its application to consideration of peace-keeping operations by the Advisory Committee and the General Assembly, with a view to making recommendations on this matter as soon as possible".

5. The Advisory Committee intends to address the question of establishment of a special financial period for UNPROFOR when it considers the report of the Secretary-General on effective planning, budgeting and administration of peace-keeping operations (A/48/945).

6. Paragraph 28 of the report of the Secretary-General (A/48/690/Add.3) indicates that the total resources made available to UNPROFOR by the General Assembly for the period from 12 January 1992 to 31 July 1994 amount to $2,166,096,807 gross ($2,152,265,839 net) and the estimated expenditures for the same period amount to $2,111,616,669 gross ($2,098,561,170 net). There is currently unencumbered balance of $28,260,638 gross ($28,320,469 net). The following table, which was provided to the Advisory Committee, summarizes the actions that have been taken thus far in respect of the appropriations and assessments for UNPROFOR for the period 12 January 1992 to 31 July 1994:

1. Authorizations

	Gross ($)	Reference
(a) Appropriations		
12 Jan. 92-14 Oct. 92	251 500 000	Resolution 46/233
12 Jan. 92-14 Oct. 92	10 000 000	Resolution 47/210 A
15 Oct. 92-20 Feb. 93	290 049 500	Resolution 47/210 A
21 Feb. 93-31 Mar. 93	27 759 900	Resolution 47/210 B
01 Apr. 93-30 June 93	141 193 575	Resolution 47/210 B
01 Apr. 93-30 June 93	86 391 325	Resolution 47/210 B
01 Apr. 93-30 June 93	55 000 000	Resolution 47/210 B
01 July 93-30 Sep. 93	200 000 000	Resolution 48/238
01 Oct. 93-31 Dec. 93	195 000 000	Resolution 48/238
01 July 93-28 Feb. 94	383 408 000	Resolution 48/238
01 Mar. 94-31 Mar. 94	80 470 659	Resolution 48/238
Subtotal (a)	1 720 772 959	
(b) Commitments		
01 Apr. 94-31 July 94	381 723 848	Resolution 48/238
01 Apr. 94-31 July 94	63 600 000	Decision 48/470 C
Subtotal (b)	445 323 848	
Total, line 1	2 166 096 807	

2. Assessments

12 Jan. 92-14 Oct. 92	251 500 000	Resolution 46/233
12 Jan. 92-14 Oct. 92	10 000 000	Resolution 47/210 A
15 Oct. 92-20 Feb. 93	290 049 500	Resolution 47/210 A
21 Feb. 93-31 Mar. 93	27 759 900	Resolution 47/210 A
01 Apr. 93-30 June 93	141 193 575	Resolution 47/210 A
01 Apr. 93-30 June 93	86 391 325	Resolution 47/210 B
01 Apr. 93-30 June 93	55 000 000	Resolution 47/210 B
01 July 93-30 Sep. 93	200 000 000	Resolution 47/210 B
01 Oct. 93-31 Dec. 93	195 000 000	Resolution 47/210 B
01 July 93-28 Feb. 94	166 479 800	Decision 48/470 A
01 July 93-28 Feb. 94	190 708 700	Resolution 48/238
01 Mar. 94-31 Mar. 94	80 470 659	Resolution 48/238
01 Apr. 94-31 July 94	286 292 886	Resolution 48/238
Total, line 2	1 980 846 345	

3. Credits to Member States from unencumbered balances

	Gross ($)	Reference
01 July 93-28 Feb. 94	26 219 500	Resolution 48/238
Total, (lines 2+3):	2 007 065 845	

4. Balance to be assessed

(1 Apr.-30 Sep. 94)	
(lines 1 and 2):	159 030 962

7. As can be seen from the above table, an amount of $2,007,065,845 has been assessed on Member States for the period from 12 January 1992 to 1 July 1994. The Advisory Committee was informed that as at 13 June 1994 the balance of assessments due from Member States for this period amounts to $624,546,986.

Financial performance

8. As stated in paragraph 29 of part VI of the report, entitled "Financial performance report for the period from 1 July 1993 to 31 March 1994", the performance report and supplementary information thereon will be issued as an addendum to the report of the Secretary-General. The Advisory Committee was informed that a detailed review of the unliquidated obligations was being done and that the performance report had been delayed pending the receipt of more accurate data.

9. The Advisory Committee regrets that the performance report was not available when it examined the estimates. The Advisory Committee points out that the preparation of performance reports will continue to face difficulties both in the field and at Headquarters unless the problems caused by the frequency of budget formulation and approval and the lack of adequate and effective accounting systems are addressed. This situation is compounded by the frequent changes in the mandate of the force. For example, the representatives of the Special Representative of the Secretary-General for UNPROFOR informed the Advisory Committee that they had prepared 25 budgets in 21 months; in addition, at the end of each financial period all the accounts have to be closed and reopened for the subsequent period.

10. Considering the size of the operation, and pending the consideration by the Advisory Committee and the General Assembly of a number of the policy issues in this regard, the Committee requests the Secretary-General to ensure that systems are in place that would improve the administration and management of the force, including the ability to collect the most up-to-date budget implementation data. The Committee recommends that the performance report for UNPROFOR for the period 1 July 1993 to 31 March 1994 be submitted as soon as possible and that the amount to be assessed on Member States should take into account, to the extent applicable, the information in the above performance report.

Reimbursement to troop-contributing States

11. Part IX of the report of the Secretary-General provides information on the status of reimbursement to troop-contributing States but it contains no information on the status of reimbursement for contingent-owned equipment. Upon inquiry, the Advisory Committee was informed that full reimbursement of troop costs in accordance with the standard rates of reimbursement has been made for the period ending 28 February 1994. The Advisory Committee was also informed that amounts owed to troop-contributing States for the period from 1 March to 31 May 1994 for troop costs are estimated at $103.2 million. The Committee was further informed that amounts obligated for contingent-owned equipment for the period from 12 January 1992 to 31 July 1994 total $80.5 million, and that as at 30 June 1994 no payments had been made.

Compliance with past recommendations of ACABQ

12. Part X of the report of the Secretary-General contains observations and comments on previous recommendations of ACABQ. The Advisory Committee welcomes this information and the efforts to implement recommendations of the Committee. The Committee notes, however, that some observations and recommendations outlined in its previous report (A/48/878), remain to be addressed. The Committee requests that implementation of its recommendations as endorsed by the General Assembly should not be done selectively and that the measures that have been taken be indicated clearly in the report of the Secretary-General.

13. The Advisory Committee recalls also that when it considered the report of the Secretary-General on financing of UNPROFOR (A/48/690 and Corr.1-3), it was informed that a comprehensive review of UNPROFOR was being done and that the results would be made available before the next review of the mandate by the Security Council. The Committee was informed that the review covered the political aspect of the force and that the results were included in the report of the Secretary-General 1/ submitted to the Security Council prior to the decision by the Council to extend the mandate of UNPROFOR to 30 September 1994.

Action to be taken by the General Assembly

14. In paragraph 76 of his report (A/48/690/Add.3), the Secretary-General outlines that the actions that would be required to be taken by the General Assembly at its resumed forty-eighth session in connection with the financing of UNPROFOR, are as follows:

> "(a) The appropriation of the amount of $915,680,300 gross ($910,608,300 net), inclusive of the amount of $381,723,848 gross ($378,187,080 net) authorized in paragraph 22 of General Assembly resolution 48/238 and the amount of $63,600,000 gross ($63,200,000 net) authorized by the General Assembly in its decision 48/270 C, for the maintenance of UNPROFOR for the period from 1 April to 30 September 1994;
>
> "(b) The apportionment of an additional amount of $629,387,414 gross ($626,967,990 net) for the maintenance of UNPROFOR for the period from 1 April to 30 September 1994, taking into account the amount of

$286,292,886 gross ($283,640,310 net) already apportioned in accordance with General Assembly resolution 48/238;

"(c) A decision to set off against the apportionment among Member States their respective share in the unencumbered balance of $28,260,638 gross ($28,320,469 net) for the period from 12 January 1992 to 31 March 1993;

"(d) With regard to the period after 30 September 1994, provision by commitment authorization at a monthly rate of $167,686,950 gross ($166,242,200 net) and for the apportionment of such amounts, should the Security Council decide to continue UNPROFOR beyond that date;

"(e) A decision to establish the special financial period of UNPROFOR for a period of 12 calendar months, that is, from 1 April of one year and ending on 31 March of the next, effective from 1 April 1994, subject to the continuation of UNPROFOR by the Security Council."

Format of the budget document

15. The Advisory Committee welcomes the fact that the report of the Secretary-General on the financing of UNPROFOR has been submitted by 15 June 1994, as requested by the General Assembly. The Advisory Committee exchanged views with representatives of the Secretary-General on the adequacy of the current format of presenting budget estimates for peace-keeping operations. The Committee points out that current format is used for all peace-keeping operations regardless of the size of the operation. The Committee is convinced that the current format is no longer useful particularly with regard to budget proposals for large peace-keeping operations, as those of UNPROFOR which are now approaching $2 billion a year.

16. The UNPROFOR budget format makes review and analysis of the estimates very difficult and time consuming. It hinders full appreciation of the additional requests proposed by the Secretary-General. For example, the report does not indicate clearly the start-up costs related to the expansion of the mandate of UNPROFOR and the cost of maintaining the Force at its previously authorized strength. Secondly, it is very difficult to analyse the additional request whether it involves civilian staff or capital expenditure with reference to what already exists.

17. The relationship between the data in the document is obscured by the format. For example, annex V of the report presents the estimates under 21 main objects of expenditure and the details are in annex VI. The estimates for communications are shown as $20.7 million in annex V, but this amount excludes staff costs for the communication section for which an increase of 48.6 per cent is being requested in additional posts. Similarly, an amount of $110.1 million is indicated for transport in annex V, a figure that excludes staff costs for transport for which an increase of 203 per cent in additional posts is being requested in the Integrated Support Services section.

18. The Advisory Committee has therefore concluded that the current format of the budget document - a format which was established at times when peace-keeping

operations were few in number and small in size - is no longer appropriate and does not contain information necessary for qualitative analysis of peace-keeping operations, and in particular large operations, such as UNPROFOR. Therefore, the Advisory Committee recommends that the format of the budget document for peace-keeping operations should be refined to allow for proper justification of resources and other requirements in terms of services, organizational units and workload and to address the objectives of the operation. The Advisory Committee further recommends that the Secretary-General takes into account the observations of ACABQ and proposes the necessary refinements in the current format of the budget document in the context of his next report on the financing of the Force. In this connection, the Committee recalls the following observation reflected in paragraph 3 of its report of 24 June 1994 on the financing of the United Nations Operation in Mozambique (A/48/956), namely that: "the time has come for a model to be prepared for reports on the financing of peace-keeping".

Cost estimates for the period from 1 April to 30 September 1994

19. On the basis of the report of the Secretary-General (A/48/690 and Corr.1-3) and the Advisory Committee's related report (A/48/878), the General Assembly, in its resolution 48/238 of 18 April 1994 on the financing of UNPROFOR, authorized the Secretary-General, inter alia, to enter into commitments for the operation of UNPROFOR at a rate not to exceed $95,430,962 gross for the period from 1 April to 31 July 1994, subject to the Security Council deciding to continue the Force beyond 31 March 1994. That authorization did not provide for the increased strength of the Force in connection with the enlargements authorized by Security Council resolutions 908 (1994) of 31 March 1994 and 914 (1994) of 27 April 1994 (see paras. 2 and 3 above) and estimated by the Secretary-General to cost $296.9 million gross for an initial six-month period. By its resolution 48/238, the General Assembly also approved an assessment of $286,292,886 gross ($283,640,310 net) for the period 1 April to 31 July 1994. However, the total amount of authorized commitments for the period from 1 April to 31 July 1994 is $381,723,848 gross ($378,187,080 net).

20. Following the adoption by the Security Council of its resolution 908 (1994) which provided for, inter alia, the enlargement of the UNPROFOR mandate in connection with the cease-fire in and around Sarajevo, the General Assembly, by its decision 48/470 C of 14 April 1994, authorized the Secretary-General to enter into additional commitments for the maintenance of UNPROFOR for the period from 1 April to 31 July 1994 at a rate not to exceed $15.9 million gross ($15.8 million net) per month. This amount has not yet been assessed by the Assembly. Consequently, total authorized commitments for the period in question amount to $445,323,848 gross and the total amount assessed by the General Assembly for the same period is $286,292,886 gross.

21. Annex I to the Secretary-General's report summarizes, by mandate, the authorized military strength of UNPROFOR. The totals shown therein compare with the totals provided for in the Secretary-General's estimate (by the end of the period) and with actual deployment as at 10 June 1994 as follows:

	Authorized strength	Budgeted number	Actually deployed
Military observers:	748	748 (by 15 Aug. 1994)	594
Contingent personnel:	44 870*	40 420 (by 30 Sep. 1994)	34 122
Civilian police:	1 011	1 011 (by 30 Sep. 1994)	659

* Comprising 32,395 infantry personnel and 12,475 military support personnel.

22. The Committee was provided with a detailed breakdown of the planned and actual (as at 10 June 1994) deployment of military and civilian personnel for the period 1 April 1994 to 31 March 1995, which is annexed to the present report. The Advisory Committee requests the Secretary-General to present in his future budget proposals for UNPROFOR a breakdown of the military contingents by infantry personnel and military support personnel.

23. The cost estimates for contingent personnel are, as per standard practice, based on the phasing-in of contingents; as stated in paragraph 26 of annex VI of the report of the Secretary-General, the cost estimate provides for reimbursement to Governments for an average strength of 35,396 military personnel. The Committee notes from the deployment schedule in paragraph 11 of annex VI that 40,420 contingent personnel were anticipated to be deployed by the end of the current mandate period; as shown above, 34,122 had been deployed as at 10 June 1994. This figure (34,122) is to be compared with that stated in the annex to the present report, namely 35,559 contingent personnel to be deployed by June 1994. Given the delay in the deployment of contingent personnel as of mid-June 1994, the Advisory Committee believes that the schedule of the phasing-in of contingents may be somewhat optimistic and therefore, it is unlikely that the estimates for expenditure will be needed in full.

24. A provision of $3,588,700 is made under "Welfare" (annex VI, para. 27) for recreational leave ($2,601,600), for other welfare activities ($637,100) and for the construction of recreational facilities at Split logistics base ($350,000). In this connection, the Committee believes that the latter amount ($350,000) should have been included in the cost of the renovation and construction work at Split logistics base.

25. An amount of $46,965,000 has been budgeted for rations. The Committee notes from paragraph 28 of annex VI that the estimate was calculated on the basis of $7.50 per person per day. The Committee recalls that when it considered the UNPROFOR budget proposal contained in the report of the Secretary-General (A/48/690 and Corr.1-3), it was informed that as at 1 January 1994, the rate had been reduced from $7.10 to $6.50 per day. The Committee notes from paragraph 28 of annex VI of the report that rations are issued in accordance with approved ration scales. The Committee was informed that the increase in the rate from $6.50 to $7.50 results from including the cost of bread and water in the cost of rations. The amount of $6.50 only covers the cost of bulk rations.

26. The Advisory Committee recalls that in paragraph 28 of its report (A/48/878), while recognizing that there are some problems in respect of the compilation of statistics on troop strength, the Committee recommended "that an effective system of accounting be developed and that clear instructions be provided to the military authorities in this regard". The Committee was not provided with information on how that recommendation has been implemented. The Committee requests that in his next budget proposals, the Secretary-General indicates the steps taken to implement the recommendation of ACABQ.

27. An amount of $16,566,400 has been included for emplacement, rotation and repatriation of troops. This amount, as reflected in paragraphs 31 and 32 of annex VI of the report of the Secretary-General, includes a provision of $9,688,000 for repatriation travel by commercial charter of 14,205 contingent personnel after six months and travel of their replacements and a provision of $3,782,100 for the rotation of 8,797 troops on an aircraft which has been leased for this purpose. Upon inquiry, the Committee was informed that since the aircraft has been leased recently, the necessary statistics which could justify the cost-effectiveness of the lease are not yet available. The Committee requests that such statistics be provided in the context of the next report of the Secretary-General on the financing of UNPROFOR.

28. A provision of $82,710,800 is made for payment to troop-contributing Governments of the costs of contingent-owned equipment furnished to their contingents at the request of the United Nations. Of the overall provision of $82,710,800, an amount of $35,513,000 relates to the current authorizations, either appropriations or commitments, and the balance of $47,197,800 relates to the new requirements that are attributable to the extension of the mandate of the Force to 30 September 1994 and to the enlargement of the mandate of UNPROFOR. Upon inquiry, the Committee was informed that the United Nations provides reimbursement for contingent-owned equipment which is brought into the mission area at the request and with approval of the United Nations.

29. The Advisory Committee recalls that in paragraphs 30 and 31 of its report (ibid.), the Committee made specific recommendations concerning the existing guidelines on reimbursement of contingent-owned equipment. The Committee intends to consider the Secretary-General's proposed revisions of the guidelines in the context of his report on effective planning, budgeting and administration of peace-keeping operations (A/48/945).

30. The estimate for civilian personnel costs amounts to $99.5 million, including $18.8 million for civilian police. The balance of $80.8 million, which covers international and local staff and international contractual personnel, provides for a total of 1,000 international civilian staff, 3,360 local staff and 2,240 international contractual personnel. Those numbers provide for the following increases to the current authorized totals:

	Professional and above	Field Service	General Service	Security Service	Local	International contractual	Total
Current	350	88	266	10	1 760	1 330	3 804
Additional	204	22	50	10	1 600	910	2 796
Total proposed	554	110	316	20	3 360	2 240	6 600

31. In paragraph 39 of annex VI, the Secretary-General states that:

> "Additional civilian staff are required in connection with the enlargements of UNPROFOR's mandate and strength authorized by the Security Council in its resolutions 908 (1994) and 914 (1994), for the Office of the Special Representative of the Secretary-General, the Office of the Special Coordinator for Sarajevo and the Division of Information, as well as to meet increasing demands in the areas of Engineering Services and Integrated Support Services".

32. The Committee recalls its observations in paragraphs 42 and 43 of its report (A/48/878) that:

> "The Committee regrets that adequate justification for the 236 new posts and 744 contractual personnel was not provided in the report of the Secretary-General and that no attempt to identify those posts related to ex-military functions was made".

> "Despite attempts by the representatives of the Secretary-General to provide additional information, the Committee found itself handicapped by the lack of essential data regarding the new posts".

33. The Committee regrets that these observations have not been taken into account in the current submission. The Committee is of the view that the large increase in the civilian establishment should have been adequately justified. There is need to justify the request in terms of the functions in the various organizational units concerned and the related workload. Furthermore, no clear information is provided to justify the additional increase related to the assumption by the UNPROFOR civilian sector of services formally undertaken by the military (see A/48/878, para. 37). The Advisory Committee points out that the information contained in paragraphs 39 to 40 of the estimates does not provide sufficient and satisfactory clarification requested by ACABQ. The representatives of the Special Representative of the Secretary-General informed ACABQ that new definitions are being considered to identify more clearly the areas for support by the military and the civilian sector of the Force. ACABQ welcomes this and requests that appropriate information be included in the next report on the financing of the Force.

34. The Advisory Committee notes that while the report of the Secretary-General justifies the proposed increase in civilian staff by the enlargements of the mandate of UNPROFOR by Security Council resolutions 908 (1994) and 914 (1994), the Secretary-General in his reports to the Council 2/ estimated the related

staff requirements at a considerably lower level. For instance, the number of additional international civilian staff was originally estimated at 251, while in the current budget proposal a request is made for 286 additional staff. With regard to local staff the figures are 1,039 - in the original estimates contained in the above-mentioned reports of the Secretary-General to the Security Council and a request for additional 1,600 local staff - in the current proposal. The relevant figures in the category of international contractual personnel are as follows: 712 additional personnel as reflected in the original estimates and 910 additional personnel as currently proposed.

35. Upon enquiry, the Committee was informed that additional staffing requirements which exceed the original estimates reflected in the reports of the Secretary-General to the Security Council, 2/ are attributable mainly to the operational needs of UNPROFOR at its pre-enlarged strength. The following table provides information on actual deployment of international civilian staff, local staff and international contractual personnel as at 10 June 1994:

		Planned deployment (June 1994)	Actual deployed staff
1.	International staff		
	Professional and above	253	220
	Field Service	57	50
	General Service	207	188
	Security Service	11	9
2.	Local staff	2 144	1 916
3.	International contractual personnel	1 130	809

36. The Committee notes that the cost estimates are based on a 45 per cent vacancy factor for international staff, 36 per cent for local staff and 35 per cent for international contractual personnel. The Committee was informed that UNPROFOR had to employ additional local staff in order to fill vacancies in other categories of staff. In view of the vacancy situation and the rate of deployment in the category of international civilian staff and international contractual personnel, the Advisory Committee believes that the level of resources proposed could be revised downwards.

37. The organizational structure of UNPROFOR is proposed to include such new entities as the office of the Special Coordinator for Sarajevo (23 posts), the Division of Information (183 posts) and Field Administration (1,054 posts. The following table outlines the distribution of posts by offices and by grades.

United Nations Protection Force

Distribution of posts by offices and grades for the period 1 April to 30 September 1994

	Professional and above									FS, GS and SS					L.S. and C.S.		Grand Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Total	FS	GS Prin	GS	SS	Total	Local Staff	Contractual	
1. Office of the Special Representative of the Secretary-General																	
Current staffing table	1	2	2	-	2	-	1	-	8	-	1	6	-	7	-	-	15
Proposed changes	-	(2)	-	3	-	7	1	1	10	-	(1)	4	-	3	2	-	15
Proposed staffing table	1	-	2	3	2	7	2	1	18	-	-	10	-	10	2	-	30
2. Office of the Special Coordinator for Sarajevo																	
Current staffing table	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Proposed staffing table	-	1	-	1	2	3	2	1	16	-	-	4	-	4	3	-	23
3. Division of Information																	
Current staffing table	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Proposed staffing table	-	-	-	1	1	5	9	52	68	-	-	15	-	15	100	-	183
4. Office of the Force Commander																	
Current staffing table	-	1	-	-	-	-	2	-	3	-	1	1	-	2	-	-	5
Proposed changes	-	-	-	-	-	-	1	-	1	-	-	5	-	5	-	-	6
Proposed staffing table	-	1	-	-	-	-	3	-	4	-	1	6	-	7	-	-	11
5. Civil Affairs																	
Current staffing table	-	-	1	11	23	63	62	29	189	-	5	84	-	89	140	-	418
Proposed changes	-	-	-	(1)	-	(3)	(11)	(1)	(16)	-	-	(6)	-	(6)	10	-	(12)
Proposed staffing table	-	-	1	10	23	60	51	28	173	-	5	78	-	83	150	-	406

/...

	Professional and above									FS, GS and SS					L.S. and C.S.		
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Total	FS	GS Prin	GS	SS	Total	Local Staff	Contractual	Grand Total
6. Administration and Management																	
Current staffing table	-	-	1	2	4	25	20	12	64	1	3	57	10	71	497	159	791
Proposed changes	-	-	-	(1)	(1)	(10)	(7)	(11)	(30)	(1)	(3)	(40)	(10)	(54)	(467)	(52)	(608)
Proposed staffing table	-	-	1	1	3	15	13	1	34	-	-	17	-	17	30	102	184
7. Field Administration																	
Current staffing table	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Proposed staffing table	-	-	-	1	2	14	3	-	20	7	2	11	-	20	975	39	1054
8. Administration Services																	
Current staffing table	-	-	-	1	3	12	20	2	38	-	8	44	-	52	80	8	178
Proposed changes	-	-	-	-	2	7	21	5	35	7	4	51	20	82	342	181	641
Proposed staffing table	-	-	-	1	5	19	41	7	73	7	12	95	20	134	422	190	819
9. Integrated Support Services																	
Current staffing table	-	-	-	1	4	14	10	5	34	87	-	56	-	143	705	515	1397
Proposed changes	-	-	-	-	2	2	4	2	10	(6)	6	(14)	-	(14)	216	526	738
Proposed staffing table	-	-	-	1	6	16	14	[illegible]	44	81	6	42	-	123	921	1041	2135
10. Engineering Services																	
Current staffing table	-	-	-	1	6	6	1	-	14	-	-	-	-	-	338	648	1000
Proposed changes	-	-	-	-	[illegible]	19	32	37	90	15	-	12	-	27	419	220	756
Proposed staffing table	-	-	-	1	8	25	33	37	104	15	-	12	-	27	757	868	1756
TOTAL																	
Current staffing table	1	3	4	16	42	120	116	48	350	88	18	248	10	364	1760	[illegible]	3804
Proposed changes	-	(1)	-	4	10	50	55	86	204	22	8	42	10	82	1600	910	2796
Proposed staffing table	1	2	4	20	52	176	171	134	554	110	26	290	20	446	3360	2240	6600

38. The Advisory Committee notes that the proposed staffing table of UNPROFOr provides for two posts at the Assistant Secretary-General level, while there are three Assistant Secretary-General posts in the current staffing structure. Upon inquiry, the Committee was informed that

> "a review of the senior management was undertaken immediately prior to submission of the present cost estimates. This included a review of the coordination and operational aspects of UNPROFOR, in particular, civil affairs, public information, military responsibilities, as well as administrative support. It will be recalled that initially the Special Representative of the Secretary-General also served as the Co-chairman of the International Conference on the Former Yugoslavia (ICFY). With the appointment of a full-time Special Representative of the Secretary-General, it is now no longer felt necessary to have a Deputy Special Representative of the Secretary-General at the Assistant Secretary-General level. The Special Coordinator for Sarajevo, although principally responsible for implementation of the mandate of Security Council resolution 900 (1994), would also be able to provide additional backstopping, should the need arise. Thus, the senior structure of UNPROFOR consists of the Special Representative of the Secretary-General (Under-Secretary-General), the Force Commander (Assistant Secretary-General) and the Special Coordinator (Assistant Secretary-General)".

39. The Advisory Committee recalls that commitments in respect of the staff costs of the Special Coordinator for Sarajevo were authorized as part of the additional commitments for the maintenance of UNPROFOR for the period from 1 April to 31 July 1994 under General Assembly decision 48/470 C of 14 April 1994. The Committee also notes that the Secretary-General, in paragraph 25 of his report to the Security Council, 3/ stated that "the Special Coordinator would have to be provided with appropriate support staff". The Committee notes that the budget proposal of the Secretary-General does not contain justification for the proposed staffing structure of the Office of the Special Coordinator (23 posts). The Committee was informed that a number of posts proposed in the current budget document for the Office of the Special Coordinator have been temporarily filled using the available staffing establishment of UNPROFOR.

40. The Committee recalls that the Security Council, in paragraph 4 of its resolution 900 (1994), inter alia, invited the Secretary-General to establish a voluntary trust fund for the restoration of essential public services in Sarajevo and encouraged States and other donors to contribute thereto. The Committee is of the opinion that such staff requirements of the Office of the Special Coordinator as related to the implementation of operational projects and programmes funded by voluntary contributions, should be financed from the Trust Fund. In this connection, the Advisory Committee requests the Secretary-General to submit in the context of the estimates for UNPROFOR for the Committee's consideration budget proposals on the programme support, including the number of support posts, to be financed from the Trust Fund.

41. In view of the above considerations and taking into account the additional information provided to the Committee, the staffing structure of the Office of the Special Coordinator to be financed from assessed contributions should be as

follows: 1 Assistant Secretary-General, 1 D-1, 2 P-4, 2 General Service (other level) and 2 local staff.

42. With regard to the proposed establishment of the Division of Information (183 new posts) the Advisory Committee notes from paragraph 152 of annex VI of the report of the Secretary-General that "until recently, UNPROFOR's information programmes (which came under the Civil Affairs Component) were oriented primarily towards media relations and the production of publications, radio and television programmes for internal United Nations use" and that "in the coming year, there will be a considerable expansion in the Division's programmes in order to focus on audiences in the mission area by producing print and broadcast materials in local languages. This represents a significant shift of focus for UNPROFOR's information activities".

43. The Committee was not in a position to identify a clear legislative mandate for such a significant shift of focus for UNPROFOR information activities. At the same time, the Committee understands that the public information programme of UNPROFOR is undertaken on the basis of paragraph 55 of General Assembly resolution 48/42 of 10 December 1993, which reads as follows:

> "Recognizes that public information on peace-keeping operations, particularly an understanding of their mandates, is important and calls for significant enhancement of the press and public information function for peace-keeping missions and in particular for rapid deployment at the start of a peace-keeping operation of a robust and professional media outreach programme in the area of operation commensurate with the scope and needs of the missions".

44. The Committee found in several paragraphs of the report of the Secretary-General references to success of information programmes in the United Nations Transitional Authority in Cambodia (UNTAC) mission which, in the view of the Committee should not automatically provide a justification for employing positive experience of UNTAC under the different political circumstances of UNPROFOR.

45. The Committee notes that a provision of $6.9 million has been included for the establishment of an UNPROFOR radio station and distribution network in the former Yugoslavia. In this connection, the Advisory Committee believes that a clear legislative mandate should be indicated prior to the development of the project.

46. A provision of $753,100 is included for round-trip rotation travel of 40 international staff to and from the mission area and for one-way travel of 363 staff to the mission. The Committee requests the Secretary-General to provide clarification in respect of the policy on staff rotation.

47. The Committee notes from paragraph 49 of annex VI of the report that a provision of $37,338,600 is made for 2,240 international contractual personnel, which represents an increase of 910 personnel over the current authorized level of 1,330, and an increase of 1,431 over the number of contractual staff deployed as at 10 June 1994. In response to the Committee's observations and recommendations contained in paragraph 48 of its report (A/48/878), the report

of the Secretary-General provides in paragraphs 43 to 46 general information on rules governing the contractual services in peace-keeping operations. The Committee discussed the contents of these paragraphs with representatives of the Secretary-General, who provided additional clarification. The Committee was informed that while the international contractual personnel were United Nations personnel, they were not staff members. The Committee was further informed that a number of United Nations staff members for UNPROFOR have been recruited from the contractual personnel.

48. While it notes some of the changes indicated in the report and the additional clarification provided to it, the Committee intends to revert to the question of contracting for the services of international contractual personnel in the context of the report of the Secretary-General on effective planning, budgeting and administration of peace-keeping operations (A/48/945) and provide additional observation on this subject. In the meantime, the Committee requests the Secretary-General to continue to keep the subject under review with a view to ensuring that the observations and concerns of ACABQ in paragraph 48 of its report (A/48/878) have been fully addressed.

49. In this connection, the Committee would appreciate additional information on the definition and scope of "core functions" as used in paragraph 45 of the report of the Secretary-General (A/48/690/Add.3) where it is stated that "only staff members of the United Nations can perform core functions". To this end, the Committee requests that in his next report on the financing of the Force, the Secretary-General include, inter alia, information on the total number of positions for contracted personnel, the number on board, the number of those under recruitment and the additional, if any, that would be requested. This information should be submitted by occupational groups. The Committee would appreciate being informed whether such personnel perform supervisory functions, and whether they are employed in budget and financial administration and control, with an indication as to why such functions should not be categorized as core functions to be performed by United Nations staff members.

50. An amount of $97,670,900 has been budgeted for premises/accommodation, of which $59,509,700 relates to construction of prefabricated buildings and $16,130,800 relates to rental of premises. A detailed summary of requirements for construction and prefabricated buildings is provided in annex XI, section B, of the report.

51. The Advisory Committee notes that the provision of $59,509,700 represents 70 per cent of the total amount of $85,013,900 required for the 12-month period from 1 April 1994 to 31 March 1995. The Committee further notes that out of the total of $85 million, $18.4 million relates to 20 individual construction or prefabricated projects, $17.2 million relates to accommodation containers (3,814 units) in connection with the enlargements of the UNPROFOR mandate and $14.8 million relates to accommodation containers (3,290 units) for the existing operations. The Committee believes that additional information should have been provided to justify the proposed addition of 3,290 containers, given that 3,300 accommodation containers for additional troops were already budgeted for during the current mandated period (see A/48/690, annex XI, section I). The Committee also believes that every effort should be made to ensure, as soon as possible,

that the transport capacity of UNPROFOR to move the existing containers is used to the fullest extent, thus avoiding the need for additional containers.

52. With regard to a provision of $16,130,800 for rental of premises, the Committee notes from paragraph 54 of annex VI of the report of the Secretary-General that "acquisition of rent-free property has reached a limit and accommodation facilities for contingent personnel must be sought in rented properties for troops which are not accommodated in containers". In this connection, the Advisory Committee recalls that in paragraph 7 of Security Council resolution 908 (1994), the Council urged that "necessary arrangements be concluded, including, where appropriate, agreements on the status of forces and other personnel with the Republic of Croatia, the former Yugoslav Republic of Macedonia and the Federal Republic of Yugoslavia (Serbia and Montenegro)". The Committee trusts that earliest implementation of Security Council resolution 908 (1994) could broaden the basis for providing goods and services to the United Nations on favourable conditions. In connection with a provision for the residence for the Special Representative of the Secretary-General at an estimated monthly cost of $10,000, referred to in paragraph 53 of annex VI of the report, the Committee requests the Secretary-General to provide details of the lease agreement, including the cost of security for the residence.

53. A total amount of $268.9 million is proposed under transport operations ($110.1 million), air operations ($34.5 million), communications ($20.7 million), other equipment ($66.7 million) and supplies and services ($36.9 million).

54. The Advisory Committee notes that the proposed budget estimates are based in many instances on anticipated acquisition during the six-month period from 1 April to 30 September 1994 of 60 per cent to 70 per cent of equipment that would be required during the 12-month period from 1 April 1994 to 31 March 1995. For instance, provisions are made for acquisition of 70 per cent of accommodation containers and 60 per cent of vehicles, communications and some other equipment of the total amount required for the 12-month period from 1 April to 31 March 1995.

55. Paragraphs 66 to 79 of annex VI of the report provide an explanation of the estimated costs of $110.1 million for transport operations, of which $41,589,700 relate to purchase of vehicles, $40,781,800 relate to spare parts, repairs and maintenance and $18,158,900 relate to petrol, oil and lubricants. As stated in paragraph 67, a provision of $41.6 million for purchase of vehicles represents 60 per cent of the total requirements for the 12-month period from 1 April 1994 to 31 march 1995. Paragraph 75 provides an explanation of the estimated cost of $40.8 million for the purchase of spare parts, accident damage and hostility damage repairs for 2,302 United Nations-owned vehicles and 11,617 contingent-owned vehicles.

56. With regard to the estimates for spare parts repair and maintenance, the Committee notes from paragraph 75 of annex VI that the cost for the United Nations-owned vehicles is estimated at an annual rate of $1,825 per vehicle and for contingent-owned vehicles at an annual rate of $7,500 per vehicle. The Committee recalls that in paragraph 65 of its report (A/48/878), it recommended that the rates of $1,250 and $6,250 be used for United Nations vehicles and

contingent-owned vehicles, respectively, pending a more adequate justification of the proposed rates. The Committee notes from paragraph 58 of the report that the average annual expenditure for standard commercial pattern vehicles ranges from $1,825 to $5,500 per vehicle. Paragraph 63 of the report of the Secretary-General gives more information on military pattern vehicles. In the absence of the performance report, the Committee is not in a position to verify the proposed estimates for spare parts, repair and maintenance of vehicles.

57. Paragraphs 80 to 100 of annex VII of the report contain information relating to estimated requirements of $34.5 million for air operations. As stated in paragraph 80, UNPROFOR requires a total of 46 helicopters and five fixed-wing aircraft. This represents an increase of 10 helicopters. Annex XIV of the report provides information on monthly costs for rental of aircraft, aviation fuel and insurance.

58. The Advisory Committee was informed that the request referred to in paragraph 54 above involving the period 1 April 1994 to 31 March 1995 reflects an attempt by the Secretariat to address problems related to short mandates, cumbersome and lengthy requisition and procurement process. The Advisory Committee exchanged views with representatives of the Secretary-General on the subject. The Committee requests that problems of requisition and procurement be addressed urgently with a view to shortening the process. The Committee requests that in his next report, the Secretary-General indicate the steps that have been taken on this subject, including the question of delegation of additional authority subject to the existence of adequate capacity and control in the mission area. Furthermore, the Committee requests information on progress made in establishing improved inventory accounting and control systems to address the concerns expressed by the Committee in paragraph 56 of its report (A/48/878).

59. With respect to requirements for communications, the Committee understands that measures are being taken to continue to modernize and enhance the telecommunications infrastructure of UNPROFOR and that the communications section is implementing a number of cost-saving measures. These measures include the introduction of a digital message switch to automate messages from over 300 fax machines. The Committee trusts that these steps will increase productivity and lead to savings.

60. Bearing in mind its observations in the present report, the Advisory Committee recommends an appropriation of $860.0 million gross for the period from 1 April to 30 September 1994, inclusive of the amounts already authorized by the General Assembly, namely $381,723,848 and $63,600,000 (see para. 14 above). In administering this appropriation, the Secretary-General should have the usual flexibility to revise apportionments between objects of expenditure. The Committee also recommends that the General Assembly decide to set off against apportionment among Member States their respective share in the unencumbered balance of $28.3 million gross for the period from 12 January 1992 to 31 March 1993.

Cost estimate for the period 1 April 1994 to 31 March 1995

61. The Secretary-General estimates requirements for the period after 30 September 1994 at a monthly rate of $167,686,950 gross ($166,242,200 net) as shown in annex VII of the report of the Secretary-General (A/48/690/Add.3).

62. The Advisory Committee notes that the above-mentioned rate takes into account all enlargements to the operation's mandate thus far authorized by the Security Council. However, bearing in mind the continuously changing situation in the mission area, the Committee is of the view that the above-mentioned rate is, at this stage, indicative only.

63. Bearing in mind that the current mandate of UNPROFOR extends through 30 September 1994, the Advisory Committee recommends that, subject to action of the Security Council, the General Assembly authorize the Secretary-General to enter into commitments for a period of up to three months beginning 1 October 1994 at a monthly rate not to exceed $143.3 million gross with the prior concurrence of ACABQ as to the exact amount to be committed and the period to be covered.

Notes

1/ S/1994/300.

2/ S/1994/291/Add.1 and S/1994/333/Add.1.

3/ S/1994/291.

ANNEX

UNPROFOR

Period: 1 April 1994 to 31 March 1995

Planned deployment of military and civilian personnel

	Authorized Strength	MONTHS														
		April		May		June*		July	August	September	October	November	December	January	February	March
		Planned	Actual	Planned	Actual	Planned	Actual	Planned	Planned	Planned	Planned	Planned	Planned	Planned	Planned	Planned
MILITARY PERSONNEL																
Observers	748	606	588	668	592	708	594	748	748	748	748	748	748	748	748	748
Troops	44870	32489	33075	33009	33787	35559	34122	37349	38220	40420	42120	43320	44870	44870	44870	44870
Sub-total Military	45618	33095	33663	33677	34379	36267	34716	38097	38968	41168	42868	44068	45618	45618	45618	45618
CIVILIAN POLICE	1011	670	608	670	657	740	659	841	941	1011	1011	1011	1011	1011	1011	1011
CIVILIAN PERSONNEL																
Professionals																
USG	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
ASG	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
D-2	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
D-1	16	13	13	14	14	17	14	20	20	20	20	20	20	20	20	20
P-5	42	31	31	29	29	32	29	37	41	44	47	50	52	52	52	52
P-4	120	70	70	81	81	89	83	97	111	125	139	152	165	170	170	170
P-3	116	58	58	68	68	77	67	89	101	111	121	131	141	151	161	171
P-2	48	9	9	21	21	31	20	44	58	72	86	98	110	122	134	134
Sub-total Professionals	350	188	188	220	220	253	220	294	338	379	420	458	495	522	544	554
OTHER CATEGORIES																
OS/Principal	18	11	11	11	11	13	13	15	17	19	20	20	20	20	20	20
General Service	248	156	156	181	181	194	175	206	218	230	242	254	266	278	290	290
Field Service	88	51	51	50	50	57	50	66	73	80	86	92	98	104	110	110
Security	10	9	9	9	9	11	9	13	15	17	19	20	20	20	20	20
Local Staff	1760	1809	1569	1989	1891	2144	1916	2317	2480	2643	2804	2965	3116	3216	3313	3360
Sub-total Other categories	2124	2036	1796	2240	2142	2419	2163	2617	2803	2989	3171	3351	3520	3640	3753	3800
TOTAL CIVILIAN	2474	2224	1984	2460	2362	2672	2383	2911	3141	3368	3591	3809	4015	4162	4297	4354
CONTRACTUAL STAFF	1330	734	734	754	762	1130	809	1578	1978	2240	2240	2240	2240	2240	2240	2240
GRAND TOTAL	50433	36723	36989	37561	38160	40809	38567	43427	45028	47787	49710	51128	52884	53031	53166	53223

* Actual deployment as at 10 June 1994.